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animal stock. "Thus 'the state' is the permanent and universal frame of human existence. Man can no more get out of the state than a bird can fly out of the air." It then follows, according to Professor Ford, that the state includes society and that society is not a part of the whole but is coextensive with it. The author's position here is rather more confusing than useful and it is certainly in conflict with the accepted usages of the terms employed. It amounts to the identification of the term "state" with "society" and results in consequent confusion.

In the discussion of the state as an organism the work is more persuasive and useful. The writer makes it clear that the treatment of the state as an organism does not depend upon supposed physiological parallels between animal life and state life, "but solely on the nature of its own being as a product of social evolution." "Profound changes of environment produce profound changes of government. State species unable to effect readjustments of structure to meet new conditions, tend to disappear, so that from age to age there is a succession in state species analogous to that which takes place in biological species" (p. 176). The object of the state is the perfecting of the human life, and the social value of any institution is to be determined, not by individual advantage, but by the advantage to society.

The volume is a very interesting and instructive survey of the conflicting evidence as to the social nature of evolution. Its main value, however, will be in providing a basis for an evolutionary viewpoint of government and society as distinguished from the obsolete theories of government and the state based upon the social contract and its resulting theories of individual rights. In this respect it furnishes an excellent approach to the modern view of the theory and function of the state.

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Social Legislation in Iowa. By JOHN E. BRIGGS. Iowa City: State Historical Society of Iowa, 1915. Pp. xiv+444. \$2.00.

This volume contains an account of Iowa's social legislation from 1838 to 1914. "The work is chiefly a statement of the contents of laws without their legal verbiage; it is not an effort to account for cause, effect, or value" (p. x). The legislative history is divided into periods represented by the official codes of 1851, 1860, 1873, and 1897, and it is upon these codes that the history is based. Naturally enough, more than half of the volume is devoted to the final period from 1898 to 1914,

the period that perhaps will always be noted because of its amount and extent of social legislation.

The material in the final period is arranged topically, a chapter being devoted to each of the following subjects: dependents, defectives, delinquents, pensioners, laborers, public health, public safety, public morals, and domestic relations.

In the opening chapter the writer essays the difficult task of defining social legislation, it being admitted that, generally speaking, all legislation may be considered social. "At the same time," the author argues, "it is clear that certain statutes affect the welfare of society much more directly and vitally than others; and these constitute the body of the legislation which would be designated as social" (p. 4). Again, in defining social legislation the author declares that "above all it consists of those protective measures the object and purpose of which is to effect certain changes in the conditions of human life. . . . Social legislation aims to control human weaknesses and to develop the habit of self-reliance. It deals with adverse conditions the causes of which are founded on natural phenomena and human association" (p. 6). It thus appears that to a large extent at least the distinction between social and other legislation is one of degree. It would not include "such purely political measures as relate to the form and organization of the various departments of government" nor those activities "which are so completely dominated by the economic factors as to warrant the ignoring of the social element," such as the control of corporate interests or the regulation of commerce, though it would include such matters as mothers' pensions and minimum-wage laws. This conception of social legislation is as consistently adhered to throughout the volume as its indefinite nature would seem to permit.

The work has been well done and affords an excellent opportunity for an interesting and valuable comparison of the prevalent theories regarding the scope and functions of government as represented by the legislative enactment of the several periods. It will also be of value to the practical student of government and legislation. A perusal of the volume will convince one of the author's observation that the legislation has been a question of expediency rather than of principle. This oft-repeated criticism of American lawmaking seems amply justified in the experience of Iowa. An excellent and exhaustive index has added materially to the value of the volume.

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